

VI. DESCRIPTION AND STATUS OF CURRENT PUBLIC AND PRIVATE FAIR HOUSING PROGRAMS AND ACTIVITIES IN THE CITY

The City, through the adopted policies of its April 1992, Housing Element, as amended in May 1995, and its 5 year Consolidated Plan's annual action plans, is actively working to affirmatively further fair housing. The following includes (1) a list of nineteen pertinent Housing Element policies, as adopted by City Council with a discussion of the City's actions to monitor and implement them and (2) a discussion of the ten major components of the City's adopted 5 year Consolidated Plan.

A. HOUSING ELEMENT POLICIES

Policy 1 The City will promote the development of an adequate supply of rental and purchase housing at affordable prices through the advanced planning process.

The City has several programs that ensure this policy is met. The City's General Plan will continue to be implemented and updated. The Housing Element of the General Plan is required to be updated periodically and thus serves as a substantive framework for housing policy and programs. These actions ensure that the Development Department monitors the progress of housing programs and is alerted to the need for program changes. Changes may and do occur to ensure that program results meet the needs of households identified as requiring priority housing assistance.

Policy 2 Through the entitlement process, the City of Fresno will promote and support the development of an adequate supply of both rental and purchase housing at affordable prices.

The City Development Department has implemented several programs designed to encourage the provision of affordable housing. This includes the conversion of apartments to condominiums if the units meet standard building codes and specifications. This is one method for providing home ownership opportunities for first-time and low-income home buyers. It is a program that is particularly effective in creating an investment in the viability of neighborhoods that are marginal because of age, deferred maintenance and which may have a significant number of rentals.

The City's adopted Planned Communities Ordinance results in better planned and developed communities that benefit the public good by maintaining a longer useful life and individual property values. The Ordinance allows for residential density transfers and for a better mix of residential densities which provide for more affordable and varied housing types. It also promotes the integration of housing suitable for a range of income levels. The combined application control center located in the Development Department promotes faster processing time for development permits and helps keep overall housing development costs down.

Density bonuses included in the Zoning Code are an excellent incentive to the development community to provide affordable housing units. They also promote the integration of affordable units into market rate developments. Concentration of significant numbers of affordable housing units in a dense configuration can lead to the deterioration of neighborhoods and the early decline of the housing units.

The Accessory Housing Ordinance establishes standards by which residents are allowed to build a second, attached housing unit on a single-family parcel effectively increasing the potential number of units in single family zoned areas. This program is consistent with the housing element legislation which promotes development in urbanized, metropolitan areas.

Policy 3 Take full advantage of existing governmental subsidy programs for new housing.

The City actively seeks out funding from existing, federal, state and local programs. Currently, the City participates in, or has participated in, programs funded by the California Housing Finance Agency, HOME and locally authorized revenue bond programs. The City has proposed to assist in the construction of housing for large families. This assistance is important to stimulate production of four to six bedroom homes which are generally not provided by housing developers.

Policy 4 Explore new and expanded state, federal and local government programs affecting housing.

The City through the League of Cities has lobbyists at the state and federal level monitoring funding sources and housing programs. The City also reviews and evaluates these programs for suitability for the City. Findings are reported to and recommendations made to the City's decision makers.

The mortgage revenue bond program was expected to produce financing for the construction of new single and multi-family units. The bond program, however, is restricted both by enabling legislation and the condition of the bond market. To date, this program has not provided the funding capability that was expected. However, the City intends to continue to monitor the revenue bond program for effectiveness and housing production.

The City has encouraged the formation of nonprofit housing corporations in an effort to build capacity for the construction and ongoing maintenance of assisted housing. The City values professional nonprofit corporations that assist in stimulating the revitalization of older neighborhoods, particularly in developing in-fill housing to replace older, deteriorated units.

The City is using its City Redevelopment Agency's 20 percent HSA funds for the production and rehabilitation of affordable housing. To date, the City has investigated the potential for using set-aside funding for gap financing, to reduce fees and to expand the use of federal and state incentives programs. A major goal for the City is the construction and rehabilitation of units to meet the housing requirements of low- and very low-income families. Available City resources are inadequate to fund the construction and rehabilitation of units and the 20 percent set-aside funding is an important leveraging asset.

Policy 5 Establish and maintain programs to preserve and upgrade housing quality in deteriorating or potentially deteriorating neighborhoods.

The City has adopted and implemented several programs to maintain and upgrade housing in deteriorating neighborhoods. It is recognized that population groups with significant housing needs are clustered in older, deteriorating neighborhoods. Without City investments, the housing and neighborhoods would continue to decline. Housing in older neighborhoods is often the most affordable and it is critical that this housing stock be preserved and maintained. Consequently, the City has devoted significant CDBG funding to programs that preserve and upgrade housing quality in these older neighborhoods.

Another way to address housing quality needs is the preservation of existing assisted housing developments that may be at risk of losing federal subsidies. The City has prepared an analysis in its Housing Element of "at-risk" housing. The City continues to monitor these housing developments and to provide assistance when possible. The Housing Element identified 1,355 units that were at-risk during the period from 1995-

2005. While it is impossible considering the City's limited resources to assist all of these at-risk units, one of the housing projects identified in the City Housing Element was the Casa San Pablo apartment complex. The City has committed \$665,000 in Community Housing Development Organization (CHDO) funds to assist a nonprofit organization with acquisition and rehabilitation of the units in the complex.

The City conducts a housing survey periodically to determine the condition of the housing stock and as a method for determining where resources are most needed to preserve the housing and the neighborhoods. In addition, the City encourages other agencies to strengthen housing preservation programs and the private sector to invest in rehabilitation of existing units. The City also encourages CSUF to conduct studies assessing vacancy rates and other housing issues. In FY 1999, the City funded a vacancy rate study and HMDA study.

Policy 6 Maintain and establish incentive programs that instill neighborhood identity and pride.

The community and individual families must take ownership for the condition and quality of life within the neighborhood. The City Police Department has initiated a number of programs to promote neighborhood identity and pride such as Neighborhood Watch and award programs designed to recognize individuals and organizations that contribute significantly to the community. Historic preservation programs overseen by citizen commissions provide an opportunity to maintain city and neighborhood heritage while preserving needed housing units. Many of these older homes are large and are able to accommodate the large families identified with significant housing needs.

Policy 7 Provide public facility improvements in a manner consistent with City standards and policies and the needs and desires of area residents, with priority given toward supporting the revitalization of deteriorating neighborhoods.

The City continues to spend millions of dollars each year to construct infrastructure improvements that are vital to older neighborhoods. The infrastructure improvements include sewer, water, storm drain, sidewalks, and upgrades to meet ADA accessibility standards. The City also supports the establishment of assessment districts in those neighborhoods where the residents are willing to pay for the additional improvements.

Policy 8 Encourage the building industry to provide lower cost housing through innovative design and building techniques.

The City is engaged in public education programs, provides housing funding workshops, financially supports the FHC and CHLB in their public education programs, and facilitates dialogues intended to spark private sector interest in, and commitment to, affirmatively furthering fair housing. The private sector is responsible for developing the majority of new housing. It is important that this sector be encouraged to lower housing costs. The result should be the development of new building technology and new housing opportunities. This could be especially important in developing housing to accommodate persons with disabilities and could also help lower ongoing maintenance expenses for all low-income persons and families.

Policy 9 Promote, develop and design programs which provide increased residential security and safety.

All segments of the community are concerned with personal safety and security at home and within the neighborhood. Any neighborhood which is perceived as unsafe will not attract the diversity of families that are needed to create integrated neighborhoods. Neighborhoods that are not safe begin to reflect other conditions associated with deteriorated communities. The City is implementing arts and recreation programs intended to keep youth and others busy with productive activities. The City has augmented police staffing in target areas and has adopted code requirements that protect the public safety. The City's Problem Oriented Policing Program has been nominated for a HUD Best Practices Award. Please see Appendix B for a list of nonprofit organizations funded by the City and the nature of their programs.

Policy 10 Promote and support development of adequate housing for different lifestyles, family types and sizes.

The City has consciously adopted housing policy that is nondiscriminatory and that promotes housing for the diversity of lifestyles and family types that are represented by the residential population. The City's General Plan update, upcoming Housing Element update by 2002, and housing assistance programs are designed to ensure that development meets this criteria and encourages the provision of affordable housing for all income and household types.

The City has recognized the need for housing for the elderly, migrant farm workers, and the homeless. The City has adopted programs and included funding in the FY 2000 and previous budgets for these population segments. The City has also identified housing affordability, particularly among ethnic minorities that are reported to have significant numbers of low- and very low-income households, as a major priority. Thus, the City has focused available CDBG and other funding and resources to programs designed to encourage affordable housing development and preservation for these groups.

It is the City's policy to encourage review and comment by citizen advisory groups, and agencies that represent constituencies identified with housing needs, on the goals established for the CDBG Program and the Consolidated Plan to maximize the effectiveness and responsiveness of these plans. More than a dozen City sponsored or supported neighborhood groups, commissions, committees and boards assist the City with its efforts to affirmatively further fair housing.

Policy 11 Assure that the urban area emergency housing supply is adequate, and that there are safe/adequate locations to meet basic community needs, and work with other agencies to provide adequate housing for the homeless.

The provision of temporary shelter and transitional housing for homeless families and individuals is a critical goal of the state legislature. The City has responded by facilitating the development efforts of other agencies in providing emergency housing. The City is sponsoring workshops with agencies to better define the housing and social service requirements of the homeless. The City participates in the County's information and referral service program designed to link service providers with the homeless. The City has also prepared a Social Goals and Policies Plan which addresses issues pertinent to preparation of the housing element. These issues include: socioeconomic characteristics, growth and environment, the incidence of poverty and the identification of special-needs groups that includes the homeless. The City is also providing some funding to organizations who provide services to these groups. Please see Appendix B for a listing of organizations funded by the City.

Policy 12 Provide support for the development of market-rate, high-quality housing in the inner-city, to achieve a better economic mix.

Stable, quality neighborhoods are often those that reflect a broad range of economic levels and a mix of housing types. Older neighborhoods can often attract middle- and

upper-income families to purchase housing that is larger and well constructed for less money than a new home in the suburbs. These older neighborhoods, often within close proximity to downtown employment centers, can be revitalized and a range of housing types can serve to attract stabilizing influences.

The City, through the use of its redevelopment agency, provides the catalyst to begin the revitalization process by providing seed money and creating incentive programs to attract a range of economic households. It is the City's intention, as part of its review and approval process, to continue to prioritize areas for redevelopment planning and revitalization.

Policy 13 Provide support for the development of assisted housing in areas in which low-income households are disproportionately represented with minority and low-income groups and locate subsidized housing proximate to employment, transportation, commercial and recreational centers.

The City has recognized the importance of locating assisted housing in areas in which households are disproportionately represented by low-income families. The long-term viability of the neighborhood and the useful life of the housing units is extended if there is a diverse and integrated mix of housing types and income levels. The City has identified vacant sites in non-stratified developed areas of the community where subsidized housing could be located. The City made this information available to other agencies that develop subsidized housing to encourage a dispersal of assisted housing throughout the community. The City is concentrating on public education in FY 2000 to maximize the number and type of individuals and families who utilize housing programs.

Policy 14 Assure the fairness and adequacy of compensation and relocation assistance to persons and families displaced by public programs.

In addition to providing compensation, relocation also provides the opportunity to improve the housing conditions for low-income families. Often those that are displaced are low-income households, with limited means to secure decent, adequate and affordable housing. The City recognizes that these families are generally occupying housing that is very affordable due to age, deferred maintenance and few, if any, improvements. By providing equitable compensation and relocation assistance, it is possible to significantly improve the housing conditions for low- and very low-income families through relocation while also stimulating economic growth

and neighborhood revitalization. The City is committed to providing relocation assistance when required by government regulations.

Policy 15 Support and participate in, and/or coordinate as appropriate, the activities of local governments, citizen groups and the private sector relative to the provision of adequate housing for all households.

The City actively promotes citizen participation in the review of housing goals and the programs adopted to address identified housing needs. The Consolidated Plan includes a citizen participation plan that describes how the City conducts open and advertised meetings to solicit community input each year.

In support of this policy, the City has used the resources of California State University, Fresno to identify and address housing related issues. The City has also collaborated with other nonprofit agencies in identifying housing needs and programs. As an example, the City has assumed a leadership role in the collaboration between the City and County of Fresno, other local governments, private industry and other housing-related interest groups in developing a shared approach to the resolution of housing affordability issues. The goal is to develop a public consensus building strategy to educate community residents and public decision makers. These joint discussions and collaborations need to be enhanced to lead to consistent housing policy, community supported consensus relating to the nature and extent of the problem, and mutual development of the housing programs to address identified needs.

Policy 16 Support the enforcement and development of federal and state anti-discrimination laws.

The City has an adopted anti-discrimination policy. On August 31, 1972, the City Council adopted an Affirmative Action Policy on public employment. Procedures are also in place to refer complaints and/or acts of housing discrimination to the proper authorities. The City continues to provide funding to the FHC. Support of this program, which responds to complaints of housing discrimination and provides educational brochures and programs to eliminate housing discrimination, permits the City to support the enforcement and development of federal and state anti-discrimination laws. The City has determined, as have other California local governments, that scarce resources are used best if the City's fair housing program is conducted in cooperation with the efforts of the existing, nonprofit fair housing organizations.

Policy 17 Insure that new residential construction is consistent with the environmental goals of the City of Fresno, including those related to water conservation.

The City has established environmental policies and code requirements. It also is committed to compliance with the letter and intent of the California Environmental Quality Act. This is a particularly important commitment in view of the fact that housing, and the underlying property in older neighborhoods, often has environmental problems. Sites for in-fill housing may be toxic, preventing development without environmental remediation.

To work to improve environmental conditions, the City has identified noise impacted areas and regularly reviews the surrounding areas to mitigate potential noise impacts from proposed development projects. Such review is especially beneficial for older neighborhoods that often have incompatible uses adjacent to housing.

In 1988, City Council began to act to secure funding for noise reduction programs near the airport. The Division of Airports was authorized to submit a preapplication to the Federal Aviation Administration to obtain funding to implement an Airport Noise Compatibility Program called the Sound Mitigation Acoustical Remedy Treatment Program. This Program includes a plan to acquire homes and/or install soundproofing insulation for approximately 3,500 homes within the highest noise impact areas of the Fresno Yosemite International Airport. Under the program, the Federal Aviation Administration provides 90 percent of the program cost and the City provides a 10 percent match.

As of April 1999, \$4,000,000 had been expended, including planning costs. The City had acoustically treated 205 homes. Fifty homes are currently being retrofitted. The City has applied for an additional \$2,000,000 in FY 2000 to treat another 100 homes.

Low-interest housing rehabilitation loan programs generally require site remediation and elimination of toxic materials such as asbestos or lead-based paint when identified. These actions increase affordable housing lots by permitting development or use of in-fill sites or unsafe units. Environmental enhancement improves the character of the neighborhood and can stimulate other development.

Policy 18 Enhance housing livability and reduce costs through energy conservation in new and existing housing.

High energy costs can significantly add to the total housing costs. Older homes that are not insulated or weatherized allow heat to escape and increase the cost to households already overpaying for housing. The City's Energy Element includes a list of appropriate energy conservation features that can reduce living costs for low-income and other families.

Policy 19 Minimize costs to local government related to new residential construction in fringe areas.

The City, consistent with the housing element legislation, encourages development within urbanized areas. This results in the more efficient use of municipal facilities, and eliminates the need for expensive infrastructure to connect outlying, suburban areas with the urban core. This policy promotes greater density of housing which keeps down costs and is consistent with the state goal of developing within metropolitan areas.

B. CITY CONSOLIDATED PLAN PROGRAMS

The following are components of the City's 5-Year Consolidated Plan's Action Plan for 2000:

Housing Rehabilitation and Acquisition Program. Improve the affordable housing opportunities and the available housing stock for low- and very low-income households. The implementation plan includes the following:

- The City will enhance and maintain its code enforcement activity to ensure that existing housing is safe and sanitary. It is projected that the Code Enforcement Division will receive approximately 2,600 housing code complaints related to health and safety issues involving both single family and multi-family residential units. Staff effort will be focused on the investigation and correction of all substandard conditions. Property owners who fail to comply will be subject to citation and legal action.
- Upon request of developers, the Housing Authority shall provide Mortgage Credit Certificates, if available, in an amount sufficient to facilitate

development and ownership of single family housing. The proceeds of these bonds shall be utilized by for-profit developers or nonprofit developers with the goal of providing between 65 to 80 units of affordable housing.

- The City shall continue to provide assistance to qualified home buyers through the Down payment Assistance Program (DAP). It is anticipated that this program will provide assistance in the development and purchase of 600 affordable housing units annually. The DAP will continue to include revolving fund clauses.
- The Housing Authority will continue providing home purchase opportunities for its clients. It is anticipated that this will result in 10 homes being purchased during the year. This program is funded through the HOPE 3 Program.
- The City shall provide funding for the rehabilitation of existing owner-occupied units through the use of CDBG, HOME, and/or HSA funds. It is anticipated that this program will be utilized and result in the rehabilitation of 40 units. The City shall also provide funding for the rehabilitation and repair of existing rental properties. Financed through Rental Repair Revolving funds, it is anticipated that the program will result in 5-10 units rehabilitated. The City shall continue inspection activities, consistent with state law and City Ordinances, for lead-based paint, asbestos, and other health and safety hazards that may exist in structures rehabilitated for occupancy.
- The Housing Authority shall continue its rehabilitation program with an anticipated expenditure of approximately \$2.2 million to repair existing units. This would result in approximately 153 units being rehabilitated. Improvements shall be accomplished through the use of comprehensive grant funds. In addition, the Housing Authority will provide management improvements within its public housing complexes. A substantial part of these improvements will deal with a direct request of the tenants to improve security.

New Construction of Affordable Housing. Increase housing opportunities for very low- and low-income families with five or more members (large related families). The implementation plan includes the following:

- The City will cooperate with and provide assistance to for-profit and nonprofit developers to facilitate construction and rehabilitation of housing units designed for large related families.

- The City shall provide support for review of tax credit applications for development of low-income multi-family residential units.
- In order to improve the opportunity of large related families to access affordable housing, the City shall cooperate with the Housing Authority, CHLB, and FHC in the establishment and implementation of training on fair housing issues, as well as a training and “certificate” program for both home buyers and tenants. These programs shall provide assistance to 200 families a year.

Redevelopment and Relocation. Pursue increased housing opportunities and assistance for those displaced through either code enforcement or redevelopment. At present, state law mandates that relocation assistance be provided to residents displaced through redevelopment and HUD for CDBG activities. Such residents typically have little in the way of financial resources and often need assistance in acquiring appropriate housing. The implementation plan includes the following:

- Enhance and maintain its enforcement of health, safety, building, and zoning codes.
- Pursue an ordinance which provides for landlords to provide relocation assistance to residents displaced due to the enforcement of housing and other related codes. (Note: The Management of Real Property Ordinance Section 9-914 now requires the property owner to reimburse the City for any costs or expenses associated or incurred with the relocation of tenants resulting from enforcement of the Ordinance. The Ordinance is administered by the Police Department and it deals with behavioral and physical problems found on properties.)
- Consider a rental rehabilitation program that addresses building, health, and safety codes.
- Actively utilize all appropriate laws regarding the provision of relocation assistance to those displaced by redevelopment projects.

General Plan Update. Monitor the City’s General Plan and Housing Element regarding development of affordable housing for very low- and low-income families. The Housing Element was adopted in 1992 and revised in May 1995. Incorporation

of land use policies to accommodate a diversity of housing sizes and types as well as higher residential densities can provide increased opportunities for affordable housing. The City will monitor the implementation of the General Plan and the Housing Element which shall include the following issues:

- Mixed-Income Opportunity Housing - Provides housing opportunities in new residential developments for all income groups.
- Density Bonus - Provides incentives to developers through the provision of higher densities, financial incentives, or fee waivers in exchange for a commitment to provide housing for very low- and low-income families or seniors.
- Higher Densities - The City has limited acreage designated or zoned for higher density development (20 or more units per acre). The delineation of additional property with such a designation provides greater opportunities for affordable housing.
- Minimum Density Development Standards - Requires the development of property at a minimum percentage of the designated density. Utilization of this standard provides for higher densities with typically more affordable prices.

Public Facilities Improvements. Provide public facilities improvements to facilitate neighborhood revitalization. The continued development and maintenance of affordable housing is dependent upon viable and appropriate infrastructure improvements. Adequate water, sewer, street, transit, fire, police, recreational facilities and services are not only critical to establishing and maintaining viable neighborhoods, but to improving the overall quality of life within the community. The implementation plan shall include the following:

- The City shall continue its upgrading of infrastructure improvements with particular emphasis toward supporting revitalization of neighborhoods that are deteriorating or threatened with deterioration.
- Emphasize the improvement of sidewalks, curbs, gutters, and street surfaces in CDBG target areas.
- The continued maintenance of recreational facilities and preservation of historically significant public buildings.

Crime Awareness. Provide funds to increase law enforcement services, primarily in CDBG target areas. The implementation plan shall include the following:

- The City shall reduce crime through a comprehensive program of suppression, prevention, and public education.

Emergency Shelter and Transitional Housing, Prevention of Homelessness, and Permanent Housing for Homeless. Continue to provide assistance for the homeless and those in danger of becoming homeless. Improve the communication and service delivery capabilities of agencies and organizations that provide programs to assist the homeless. The implementation plan shall include the following:

- The City shall continue to support the funding of shelters for the homeless and these agencies providing assistance to the homeless. These activities shall be combined with the SHP to assist a minimum of 400-430 homeless families and individuals.
- The City shall assist the homeless services providers and other shelter providers to apply for additional ESG and SHP funds.
- The City shall provide technical and staff support to facilitate development of a centralized computer system and related software. The system will collect and provide information on homeless programs and services and provide clearing house data for agencies requesting assistance or those offering assistance to families. It is anticipated that over 1,000 homeless families and individuals will benefit from the implementation of such a program on an annual basis.

External Support - Public Services. Continue to provide assistance to nonprofit organizations providing housing services, assistance for the physically or mentally impaired older adults, the mentally ill, and households with victims of abuse. The implementation plan shall include the following:

- In addition to the City's use of General Fund monies for support of social services, the City shall encourage the development of community-based services for abused children, battered spouses, elderly persons, adults meeting the Bureau of Census's Current Population Reports definition of "severely disabled," homeless persons, illiterate adults, persons living with AIDS, and migrant farm workers (limited clientele).

- The City will further fair housing activities for limited clientele through active participation with such organizations as the Community Housing Leadership Board and the FHC.

Economic Development. Provide economic development programs using the Section 108 Loan Guarantee Program, CDBG funds, California Capital Access Program (CalCAP), Small Business Administration Loans, Redevelopment Tax Increment, Enterprise Zone incentives, and other funding sources for job creation and stabilization. The implementation plan shall include the following:

- Provide technical support to economic development activities by way of encouraging project applications, assisting with market analysis, negotiating agreements between the public and private sectors and ensuring private funding that meets leveraging criteria.
- The City will assist economic development through abatement of area slum and blight. The focus will be to stimulate building improvements and upgrade the appearance of commercial properties in three designated commercial revitalization areas. Funding is made available through the Commercial Rehabilitation and Safety Lighting Programs.

Monitoring. Continue to monitor the Consolidated Plan and other applicable federal program activities. The implementation plan shall include the following;

- The City will monitor programs such as the Consolidated Plan, ESG, SHP, HOME, all sub-recipient agreements, commercial and housing rehabilitation, and infrastructure improvements. All underwriting activities associated with the DAP and Lower Income Homebuyers Program (LIHP) are performed by City staff to assure income and fair housing compliance.
- The City will perform on-site monitoring of financial as well as programmatic activities, prepare annual performance reports, furnish evidence for audits and participate in program reviews conducted by HUD.
- The City will maintain staff's knowledge through consultations with HUD and attendance at workshops and training sessions to develop expertise in federal, state, and local regulations.

